

USAWC STRATEGY RESEARCH PROJECT

**DISASTER PREPAREDNESS MITIGATION ASSESSMENTS  
"A USPACOM THEATER ENGAGEMENT TOOL"**

by

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The views expressed in this academic research paper are those of the author and do not necessarily reflect the official policy or position of the U.S. Government, the Department of Defense, or any of its agencies.

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## ABSTRACT

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The Disaster Preparedness Mitigation Assessment (DPMA) is an evaluation method to gage the overall readiness of a Host nation (HN) to react to a natural or manmade disaster. The DPMA is a Humanitarian Assistance component of USPACOM Theater Security Cooperation Plan (TSCP). Focused primarily on the smaller island nations of the PACOM Area of Responsibility (AOR), it serves as a significant tool for the Joint Task Force (JTF) Commander in his preparation for, and execution of, US assistance or HN request for disaster support. DMPA products remain with the HN for ongoing mitigation planning and coordination. It further combines both US military and strategic civilian agency capabilities and integrates them into deployable teams for mission execution. It represents a significant vehicle for maximum utilization of United States Army Reserve (USAR) civilian acquired skills and integration with civilian subject matter experts. In a strategic context the DPMA serves as a significant engagement option for USPACOM. It represents a valuable tool for shaping the security environment in theater. It allows USPACOM to support the National Military Strategy via its TSCP. It affords USPACOM with the opportunity to engage smaller Pacific nations in a manner that provides real time benefits for potential disaster relief. The DPMA program provides the United States, through USPACOM, with engagement options with nations where military assistance is not appropriate and is not strictly related to military assistance or combat training.



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## DISASTER PREPAREDNESS MITIGATION ASSESSMENTS "A USPACOM THEATER ENGAGEMENT TOOL"

The Disaster Preparedness Mitigation Assessment (DPMA) is an evaluation method to gauge the overall readiness of a host nation (HN) to react to and survive a natural or manmade disaster.

Initiated in 1987 as Disaster Preparedness Planning Surveys(DPPS) and executed almost exclusively by the United States Army Reserve (USAR) Civil Affairs personnel, the DPMA is a Humanitarian Assistance (HA) component of the United States Pacific Command's(USPACOM) Theater Security Cooperation Plan (TSCP). The program focuses primarily on, but is not limited to, the smaller island nations in the PACOM Area of Responsibility (AOR), it serves as a significant tool for the Joint Task Force (JTF) commander in his preparation for, and execution of US assistance or a HN request for disaster support. DPMA products remain with the HN for ongoing mitigation planning and coordination. When implemented, the DPMA combines both United States military and strategic civilian agency capabilities and integrates them into deployable teams for mission execution. It represents a significant vehicle to use USAR civilian acquired skills and the integration with civilian subject matter experts.

In a strategic context, the DPMA serves as a significant engagement option for USPACOM. It represents a valuable tool for shaping the security environment in the theater. USPACOM supports the National Military Strategy via its Theater Security Cooperation Plan, by allowing the command the opportunity to engage smaller Pacific nations in a manner that provides real time benefit for potential disaster occurrences. The DPMA program provides the United States, through USPACOM, with engagement options not strictly related to military assistance or combat training.

This paper is divided into two parts. The first part provides a discussion of the types of disaster and USPACOM activities to mitigate disasters. It describes exactly what a DPMA is, provides a synopsis of previous programs, and discusses the basic the components of the program and the overall DPMA mission objectives. Additionally, Part I will discuss responsibilities for mission planning and execution and a description of program funding. To place the DPMA in a broader strategic context, Part II describes the USPACOM disaster response policy, the various joint and interagency participants, illustrates the USARPAC and USPACOM program objectives, and explains the DPMA country selection process. Part II explores the strategic implications of the DPMA program, illustrates the program as part of engagement support to the NSS and NMS, and shows how this program helps shape the USPACOM security environment.

## DEFINITION AND TYPES OF DISASTERS

Disasters are an act of nature or an act of man, which is or threatens to be of sufficient severity and magnitude to warrant emergency relief assistance. The severity and magnitude of a disaster is determined by the extent of damage compared to indigenous resources available to alleviate the suffering caused and the extent of social or economic disruption. Disasters that occur within the territorial boundaries of the United States or those foreign states that have signed a Compact of Free Association with the United States (Guam, American Samoa, Republic of the Marshall Islands, Federated States of Micronesia) are considered domestic, while those occurring outside that area are classified as foreign.<sup>1</sup> Foreign disaster relief may be provided to both developed nations (within USPACOM they include Japan, Korea, Australia, Singapore, and Brunei) and developing nations (including Vanuatu, Western Samoa, Kiribati, Papua New Guinea). While many nations qualify for foreign disaster relief, emphasis is placed on providing assistance to the developing nations since their economies are so fragile that a disaster could decimate the entire country.<sup>2</sup>

DPMAs focus on the two types of disasters – natural and manmade. Natural disasters are, as previously defined, those caused by “acts of God.” They include primarily weather precipitated disasters, earthquake effects, volcanic eruptions, and those affecting agriculture and associated production. In the island nations of the Pacific, weather precipitated disasters are primarily from storm effects. They range from wind damage and rain-caused flooding, to cyclonic wind-produced ocean waves. Earthquake effects take the form of tsunami events and the associated effects of severe structural damage from the tidal waves. Additionally, tsunamis can have devastating impact on an island’s farming and agricultural infrastructure. Volcanic disasters are those related to eruptions. These include fire, earth movement, and ash damage. Volcanic activity can have significant impact on island industry and agriculture. The final natural disaster that affects island nations is crop failure due to plant infection, drought, or poor crop growth. While not as dramatic, as weather-related events, agriculture disasters can have an equally devastating affect on a small island nation’s economy.

Manmade disasters are becoming more prevalent as even the smallest island nations of the Central Pacific area develop critical infrastructure and industry. One type of manmade disaster that is becoming more prevalent over time is an oil spill. Oil spills occur either on shore, from delivery vessels or leaking from storage facilities. The contamination from such an incident can severely affect local economies, damage fishing, cripple industry, severely impact the overall health of the population, and degrade tourism. The other significant manmade disaster is that of an airplane crash. While not considered a nation-threatening event in the

United States, on a small island nation it is potentially devastating to infrastructure and facilities. Consider the effects of a crash of the type that occurred when two Boeing 747 Jumbo Jets collided on the island of Tenerife.

### **DPMAS DESCRIBED**

DPMAs are requested by the HN and become part of the overall USPACOM TSCP. They focus on a nation's preparedness for a disaster event before it occurs, and its ability to mitigate the effects after a disaster happens. DPMAs further offer technical specifications on facilities and infrastructures that are at risk to a natural or manmade disaster. The assessment can include very detailed evaluations such as the height of the seawall surrounding a port facility, the subsurface topography of the sea-bottom, the elevation of the primary radio/satellite broadcast facility, surface geospatial mapping of slope angles for water run-off. Conversely, the DPMA can include information as simple as what type of fire truck the nation has and the availability of its spare parts, or the length and width of an airport runway. The assessment provides an evaluation of national planning, inter- agency coordination within the HN government, training of the national and local response elements, capability of the civil defense apparatus, and capacity of the health care infrastructure. Assessments are also made of HN coordination with other resource and relief providers in the region. This can include international organizations (IOs) such as the International Red Cross (IRC), South Pacific Applied Geosciences Commission (SOCPAC), and Global Disaster Information Network (GDIN). International cooperation, with nations like Australia and New Zealand, is assessed for rapidity and effectiveness of response. Both countries possess significant disaster planning and response capability as well as mitigation expertise. USPACOM's DPMA program provides an entry to support several objectives throughout Asia and the Pacific.

The DPMA program traces its origin to the Disaster Preparedness Planning Survey (DPPS). Begun in 1987, then U.S. Army Western Command (WESTCOM) assigned the DPPS program to the 364<sup>th</sup> Civil Affairs Brigade headquartered in Portland Oregon. WESTCOM offered to US Embassies, via their respective Defense Attaches, throughout the Pacific, teams of mostly USAR personnel to conduct disaster preparedness surveys for the respective HN. The DPPS program, while well intentioned, often suffered from resource shortages, equipment shortfalls and participation by civil agencies. Improper team personnel skill sets, and Subject Matter Expert (SME) selection adversely impacted mission success. It was ultimately discontinued and modifications were mandated.

Re-instated in 1998 with clearly defined resource management protocols, sufficient equipment, and strict adherence to personnel qualification requirements the DPMA program has five primary missions:<sup>3</sup>

- (1) To assess the preparedness of a host nation to internally manage disasters.
- (2) To gather information that will assure a host nation will receive timely and needed support in the event a disaster occurs.
- (3) To create a working relationship between the U.S. Military and governmental agencies, host nation governments, and international organizations within the PACOM AOR.
- (4) To recommend Civic Action or Domestic action Projects that will mitigate future disasters.
- (5) To expedite the utilization of excess U.S. property (HAPEP) in support of host nation disaster mitigation efforts.

USPACOM expanded the program to increase its range of services to client states. The current DPMA program is subdivided into three components; The Disaster Readiness Exercise, Disaster Planning Assistance and as mission specificity dictates, a DPMA (Light).<sup>4</sup>

## **DPMA COMPONENTS**

The Disaster Readiness Exercise (DRX) is a natural sequencing of the DPMA Program. DRX is a planned exercise designed to test a nation's ability to respond to a specific disaster scenario. The DRX assists the HN to identify weaknesses and shortfalls in their emergency response plans and procedures. The DRX identifies the most direct way to request U.S. assistance. A nation requests a DRX to test, evaluate, and validate its disaster plans, and to train indigenous emergency response personnel. DRXs are normally conducted subsequent to a full DPMA.<sup>5</sup>

Disaster Planning Assistance (DPA) provides US assistance in reviewing/rewriting/re-exercising the HN's disaster plan and is an effort to provide for increased success of the DPMA/DRX efforts. The goal of the DPA is to increase the self-sufficiency of an Asia-Pacific HN in disaster management. DPA is only conducted subsequent to the DPMA and upon completion of a DRX. An Asia-Pacific HN, through the US Country Team, must make a request for DPA to USPACOM. The DPA mission is a relatively new addition to the DPMA program portfolio. A DPA is conducted by working in collaboration with an existing Asia-Pacific nation's National Disaster Management Office (NDMO) and may be conducted by as few as two qualified SMEs. As the DPA is "planning assistance" response to the requesting HN, therefore the DPA final product is the responsibility, and property of the nation assisted.<sup>6</sup>

A Disaster Preparedness and Mitigation Assessment (Light) or (DPMA-) is a planned response to an Asia-Pacific nation's request for specific disaster assistance. Upon the nation's request for assistance, a highly technical team of SMEs will be assembled to specifically address the needs identified in the request for assistance. This component to the DPMA program will involve approximately six personnel for an in-country visit of up to ten days. An example of a country's request could include: review and rewrite of national/local fire codes; study of national/local police/prison policies; analyze local building codes such that "disaster resistant" construction methods are included; evaluate governmental infrastructure for GIS capacity and assist the NDMO in migrating this capacity to the disaster planning office.<sup>7</sup>

### **DPMA TEAM COMPOSITION, CONFIGURATION, AND INFRASTRUCTURE**

DPMA teams are a hallmark of successful joint and combined integration of active and reserve component military, civilian SMEs, IOs, and United States governmental agencies. The composition of a DPMA team is predicated upon the assessment type requested, the technical specifications, and appropriate USPACOM directives. A typical DPMA team will consist of ten to fourteen members with experience and training supportive of the specific mission. The team leader is an US Army officer in the grade of colonel. While not required to command and control so small an element, the seniority is often necessary as the team will work closely with HN cabinet level officials. It is however, customary that the DPMA team leader not be senior in rank the respective Embassy Defense Attaché.

Significant subject matter and technical expertise is provided by the numerous civilian organizations, other U.S. governmental agencies and PACOM apportioned military units that participate in DPMA. This diverse collection of capabilities include: the Center of Excellence in Disaster Management and Humanitarian Assistance (COE), Pacific Disaster Center (PDC), Virtual Information Center (VIC), Asia-Pacific Area Network (APAN), 29<sup>th</sup> Engineer Battalion (Topo), South Pacific Applied Geosciences Commission (SOPAC), Center For Disaster Management and Humanitarian Assistance (CDMHA), and 322<sup>nd</sup> Civil Affairs Brigade (322 CAB).<sup>8</sup> These organizations will be discussed in an interagency context in Part II of this paper.

Specific to island nations, DPMA teams are configured into two elements. These elements are the SME element and the Support element. The SME element is further subdivided into Public Health, Public Safety, Public Works and Specialist sections. The Public Health section focus is on HN medical, environmental health, and veterinary conditions and preparation. Public Safety concerns itself with the status of HN fire and police department's response capability, Search and Rescue (SAR) and its Coast Guard infrastructure and

hazardous material management capability. The Public Works section considers all national preparation plans and mitigation capability within the transportation, structures, electric power generation, sanitation and water production, and communications infrastructure. The Specialist section contains the hard science capability including seismology, oceanography, geology, vulcanology, and epidemiology. The Support element is comprised of operations and logistics specialists such as a Geographic Information System (GIS) specialist and a Global Positioning System (GPS) team. The Support element's operations and logistic personnel are often comprised of active duty military NCOs from the United States Army Civil Affairs and Psychological Operations Command (USACAPOC).<sup>9</sup>

USPACOM tailors the team infrastructure and equipment is based upon the request; HN requirements, and the type of disaster assessment to be executed. Disaster assessments vary with the threat level perceived by the HN. Assessment requests currently focus mostly on weather related disasters. Each sub-element deploys with appropriate mission specific equipment and technology to support that SME. Computers, still and video cameras, and satellite phones further enhance operational capability. Two additional applications of evolving technology increase the capabilities of the DPMA team. The first is GPS devices used to record the elevation and location data of buildings, roads, runways, storage facilities, and other civil infrastructure. GPS also provides location datum on geographic features. GPS is primarily employed by the United States Army Pacific's (USARPAC) engineer element often assigned to a DPMA team. Current technology allows GPS to measure location and elevation data to within 10 millimeters of resolution.

The other vital piece of technology associated with the DPMA is GIS. GIS is a computer based geo-specific data management system. It analyzes discrete physical elements and events to visually display information. It integrates data- bases, photos, electronic maps and GPS information to create multi-layered, computer manipulated geographic maps. This capability allows the DPMA team to determine likely event locations, predict the outcome and make accurate recommendations for damage prevention or mitigation strategies.<sup>10</sup>

## **MISSION PLANNING RESPONSIBILITIES**

At the operational level, DPMA mission planning responsibilities are distributed between USPACOM, USARPAC, 351<sup>st</sup> Civil Affairs Command and the 364<sup>th</sup> Civil Affairs (CA) Brigade. The 364<sup>th</sup> CA BDE DPMA SOP provides a detailed breakdown of each level and the associated tasks.

a. USPACOM provides broad policy and guidelines to ensure that the DPMA/DRX Program supports the Theater Security Cooperation Plan (TSCP). Responsibilities include:

- (1) J3 and J5 provide input to country selection and prioritization;
- (2) J2 reviews force protection requirements and issue theater clearance, as needed.
- (3) J45 provides OHDACA funds for the mission. These funds are coordinated through the J452 (Humanitarian Assistance); and
- (4) J322, upon selection of country, forwards USARPAC message to Joint Staff requesting mission/deployment orders and the country clearance for the DPMA team.

b. USARPAC G5 is responsible for CA and Civil-Military Operations (CMO) in the USARPAC Area of Responsibility (AOR), and is the Executive Agent (EA) of the DPMA/DRX/DPA Program. US Army Civil Affairs forces conduct and lead the DPMA, supported by other US uniformed services and other agencies/ organizations. USARPAC, G-5, CA Branch is responsible for:<sup>11</sup>

- (1) Planning, coordination, management and supervision of the DPMA/DRX Program.
- (2) Soliciting and staffing the annual DPMA/DRX Program country/area nominations process. Initiates/ distributes the list of country/area nominations for staffing with USPACOM and other USARPAC staff elements, before final approval by CG, USARPAC.
- (3) Receive and account for the administration of OHDACA funds from the USPACOM/J452.
- (4) Select and submit requests for countries through the USARPAC Office of the G-5 / International Military Affairs (IMA) to the PACOM/J52 (Foreign Area Officers).
- (5) Submitting O&MA or OHDACA funding requirements annually for the conduct of DPMA/DRX missions through the International Military Affairs Division, DCSOPS, USARPAC, under the USARPAC Enhanced Relations Program (ERP) and/or USPACOM J5 (if applicable).
- (6) Coordination must include Special Operations Command Pacific (SOCPAC); USCINCPAC/J322; and USARPAC (ODCSOPS, Exercise and IMA Divisions), for timing of missions to insure they complement and support the USARPAC and USPACOM TSCP.

- (7) Establishing DPMA/DRX mission dates coordinating with the country through Office of G-5 / IMA Division USARPAC.
- (8) Coordinating with supporting units and the USARPAC Overseas Deployment Training (ODT) manager (USARPAC Training Division) for ODT lines.
- (9) Initiating message traffic through USPACOM to the Country Team requesting theater and country clearances for DPMA/DRX team.
- (10) Submit message through USPACOM to the Joint Staff requesting mission/deployment orders (if required).
- (11) Prepare itineraries and support for DPMA/DRX team layovers in Hawaii (to include billeting, workspace, and transportation, as required).
- (12) Conduct liaison with and inform other units, Major Army Commands (MACOMs), and agencies, as required.
- (13) Coordinating with USARPAC Public Affairs Office (PAO) to arrange appropriate coverage of DPMA/DRX missions.
- (14) Coordinating with USARPAC Deputy Chief of Staff for Intelligence (DCSINT) for map products and current threat briefs.
- (15) Integration with other agencies for participation to provide SMEs to the team as required.
- (16) Coordinating with USARPAC Staff Judge Advocate (SJA), as necessary.
- (17) Include USSOCOM, USASOC, U.S. Army Civil Affairs and Psychological Operations Command (USACAPOC) G3, 96th CAC, 351<sup>st</sup> CA Command G-3 and 364<sup>th</sup> CA Brigade G-3 as information copy addressees on all messages.
- (18) Initiating a message, with mission tasks (MITASKS), to USPACOM requesting mission support from COE, PDC, VIC, and other subject matter experts/collaborators as required.
- (19) Notifying the 351<sup>st</sup> CA Command and 364<sup>th</sup> CA Brigade for transfer of Direct Liaison Authority (DIRLAUTH) to the DPMA/DRX Officer-in-Charge (OIC) upon receipt of mission approval from Asia-Pacific Host Nation/ U.S. Country Team.
- (20) Providing final pre-mission brief to team and for arranging other required briefings.
- (21) Monitoring DPMA/DRX mission and serving as Theater POC for DPMA/DRX teams.

(22) Submitting force protection/mission reports to the USARPAC Command Center (UCC) (Operations Division, DCSOPS) IAW USARPAC Supplement 1 to AR 525-13, dated 1 March 1997.

(23) Reviewing DPMA/DRX team After Action Report (AAR), assessing success of mission, and providing summary to G-5.

(24) Reproduction and distribution of DPMA/DRX reports within 120 - 180 days of mission completion. Depending upon the complexity and amount of GIS information collected, this component of the report may take more time. The OIC will coordinate the GIS products with USSARPAC (Office of the G-5/CA) and ensure completion.

(25) Coordinate a re-deployment debriefing for the team with USPACOM J322, J45, USARPAC desk officer, DIA and other interested parties. A DPMA "out-brief" will be conducted at Ft. Shafter, HI by the team immediately upon completion of the mission deployment phase.

(26) Providing a roster of all non 351<sup>st</sup> CAC DPMA/DRX team members to the DPMA/DRX team leader, through 351<sup>st</sup> CAC, NLT 30 days prior to deployment. Roster should include name, rank, Social Security Number, passport type/number and expiration date, and level with verification of security clearance. This roster is to be fully coordinated with the OIC of the DPMA mission.

(27) Reviewing the DPMA assessment, modifying or deleting any sensitive aspects of DPMA/DRX products prior to distribution. The review process will be coordinated between the EA, MPA, and OIC ensuring that the OIC is in full agreement. HQ 351<sup>st</sup> CAC will maintain final/releasable editorial responsibility for the reports.

c. The 351st CA Command (USAR), Mountain View, California is the Senior Civil Affairs Command (CAC) apportioned to USPACOM and provides civil affairs support to HQUSARPAC and maintains command and control of the 364<sup>th</sup> CA Brigade. As the Mission Planning Agent (MPA) for the DPMA program, the 351<sup>st</sup> CAC will coordinate missions with HQUSARPAC and the DPMA OIC. Further, HQ 351<sup>st</sup> CAC will edit the final report, maintain coordination control of the final report during the editing process, then release the edited report to HQUSARPAC.<sup>12</sup>

d. The DPMA/DRX/DPA program is staffed, coordinated and executed by the 364<sup>th</sup> Civil Affairs Brigade with assistance from other uniformed elements of the 322d Civil Affairs Brigade (USAR), Fort Shafter, HI, and the 96th Civil Affairs Battalion (AC), Fort Bragg NC. Other personnel and elements from USPACOM resources, civilian agencies, and SMEs may be

assigned to DPMA/DRX teams or provide expertise, as appropriate. The 364<sup>th</sup> Civil Affairs Brigade is responsible for:<sup>13</sup>

- (1) Selecting the mission OIC and determining appropriate team size and structure, consistent with mission and budget allocation. The DPMA mission OIC will:
  - (a) be selected based on deployability and availability;
  - (b) based on recommendations of the DPMA planning teams at USARPAC, HQ 351<sup>st</sup> CAC, and HHC 364<sup>th</sup> CAB;
  - (c) hold a military rank not to exceed that of the Defense Attaché (DATT) responsible for in-country coordination of the DPMA;
  - (d) Have had prior experience on a DPPS/DRX or DPMA mission as a SME;
  - (e) Possess prior operational experiences OCONUS;
  - (f) write, communicate, and brief clearly and efficiently;
  - (g) Have at least an 18 months remaining in a civil affairs unit prior to MRD, and
  - (h) Maintain a background in one or more of the functional areas to be assessed on the mission (i.e. Public Health, Engineering, Public Safety and Fire, Geographic Information Systems, or other SME).
- (2) RPA and ODHACA fund budgeting for the DPMA/ DRX missions. The DPMA mission OIC will:
  - (a) coordinate with USARPAC Office of G-5/CA and the Ft. Shafter, HI office of Carlson-Wagonlit to ensure travel arrangements are secured and that mission dates are coordinated with air flight availability;
  - (b) ensure the 29<sup>th</sup> Topographic Engineers have the weight/volume requirements for equipment needed to support the GPS component to the GIS mission; and
  - (c) work with the Brigade G-3 office to secure deployment RPA funds and any DPMA pre-deployment time coordination requests (i.e., RSTs, RMAs, and ADTs). This is necessary for all soldiers that will be deployed from the Brigade and Battalions.
- (3) Requesting orders for deploying 351<sup>st</sup> CAC team members.
- (4) Selecting appropriate SME qualified team members and providing a roster of all team members to the OIC, NLT 60 days prior to deployment. Roster should include name, rank, Social Security Number, passport type/number and expiration date, and level and verification of security clearance.

- (5) Requesting an exception to USASOC's policy on carrying weapons and ammunition into host country.
- (6) Submitting a memorandum, signed by the unit commander, Brigade Commander or first general officer in the chain of command, certifying that the team meets all certification requirements for deployment. This request is sent to USARPAC Office of the G-5, not later than 30 days prior to deployment (IAW USARPAC Regulation 525-3, section II, paragraph 11).
- (7) Insuring that each team member has a valid government issued credit card, driver's license, tourist and/or official passport, and a valid security clearance.

### **DPMA FUNDING**

Section 2551, Title 10, U.S. Code, provides general authority for humanitarian assistance worldwide. Overseas Humanitarian, Disaster and Civic Aid (OHDACA) provide funding for the DPMA/DRX Program. OHDACA funds can be used to deploy U.S. Military teams to carry out diverse humanitarian projects worldwide. These funds pay for travel, per diem, and incidental expenses.<sup>14</sup>

Pay and allowances for Reserve Component personnel (RC) conducting DPMA's are funded by Reserve Pay and Allowances (RPA). Like other federal funds, OHDACA funds are fully accounted for. Non-expended funds can be used for other humanitarian projects within the biennium.

Other service component team members submit Travel Vouchers through their own Services/Agencies within ten days after returning to their Home Station (HS). Funding for team members from other Services/Organizations, if authorized, will be by DD Form 448 Military Interdepartmental Purchase Request (MIPR), or Invitational Travel Orders (ITO); or through their own organizations. RPA funds are not available to pay non-uniformed RC personnel.

### **EMPLOYMENT AND PRODUCTS**

Execution of DPMA missions are prioritized by the executive agent, USARPAC, based upon USPACOM engagement priorities. Individual nations are nominated by their respective Embassy or its Defense Attaché (DAT). These nominations are then evaluated onto the TSCP and compared against such criteria as: when the last DPMA was conducted, probability of an event, relative cost of completing the DPMA, level of HN participation, current and projected availability of SME support, and the overall USPACOM priority of engagement.

Typical DPMA's include a whole range of missions. DPMA's forecasted for FY 2003 include:<sup>15</sup>

Tokelau Island:	Tropical cyclone / global warming effects
Palau:	GIS imaging/ cyclone forecasting
Vietnam:	Flooding and cyclones
Taiwan:	Cyclones/earthquakes/mitigation cooperation
Indonesia:	Volcano/earthquake/cyclone
Philippines:	Volcano/cyclone/flooding

When completed, DPMA's, result in a very detailed assessment report. Each mission generates a two volume DPMA report in CD-ROM format. Volume I is the extensive written report and photographic archive. Volume II is the GIS visual presentation of the HN's disaster vulnerabilities and disaster management capabilities/infrastructure. The report contains a background on the HN, a copy of the national disaster plan, mapping, infrastructure maps and photos, GIS vector and raster maps, satellite imagery, and GIS imbedded photography and data basing.

Prior to release of DPMA/DRX products, the 351<sup>st</sup> CA Command and USARPAC G5 CA Branch review accumulated reports, photos, and GIS data for sensitive content. The HN and the U.S. Embassy approve all content of materials considered for web pages and other media forms of distribution.<sup>16</sup> The intent of the DPMA program is to allow maximum distribution of final products. Current and emerging technologies, including the internet, are used for dissemination and sharing of products. Requests for DPMA products from agencies or organizations other than the actual mission participants and executive and mission planning agents are made through the respective U.S. Embassy or HN.

The HN can utilize this assessment report as the basis for continued development and improvement on existing disaster plans or for creation of new capabilities. The DPMA report serves as a primary source of USPACOM information to conduct disaster crisis action planning. The Joint Task Force commander will utilize this report in preparing for actual relief operations. The report, with its included photographic and GIS supported information, provide a detailed overview of the area disaster vulnerabilities, the HN disaster plan, local resources for disaster relief and a list of points of contact within the HN government and emergency management infrastructure. In time of actual disaster the DPMA product forms the basis for USPACOM crisis action planning. It also provides the JTF commander with a starting point to conduct analysis of what may be available (or left) to support his efforts at disaster relief.

## **STRATEGIC IMPLICATIONS OF THE DPMA PROGRAM**

DPMAs carry a distinct strategic weight in support of the National Security Strategy (NSS), the National Military Strategy (NMS), and the USPACOM TSCP. They afford the US an opportunity to integrate with other regional actors in the PACOM AOR as well as regional IOs and NGOs. DPMAs are an excellent example of Humanitarian Assistance (HA) activities as part of Military Operations Other Than War (MOOTW) that do not specifically involve the use of force. Lastly DPMAs afford benefit to US national interests in terms of regional and theater visibility, credibility for United States forces, and an ability to maintain a forward presence at low cost.

## **SUPPORT TO THE NSS AND NMS**

The United States NSS released in September 2002 describes in Chapter IV the intent to work with other nations to diffuse regional conflicts. Germane to the DPMA program is:

“[t]he United States should invest time and resources into building international relationships and institutions that can help manage local crises when they emerge”.<sup>17</sup> The DPMA program represents a method to accomplish this with reasonable cost and a non-threat oriented footprint.

The NMS emphasizes the importance of overseas presence for US forces in support of our national interests and theater strategy: “The presence of forces, with the capability to transition from peacetime roles to crisis response, sends an unmistakable signal of US resolve to defend its interests and sustain its commitments to its multinational partners. Overseas presence forces help to ensure access in key regions, speed power projection during crises, help gain access to host nation infrastructure, and can provide immediate response capability with forces closer to key regions”.<sup>18</sup> The DPMA program supports the NMS by offering a non permanent forward presence of US Special Operations forces engaged in operations other than war that does not involve the use of force. USPACOM implements this policy through its TSCP. The NMS states: “TSC also serves to convince other nations to allow US forces access to other regions and prepare for unforeseen eventualities, thus enabling an effective combined response when surprises occur”.<sup>19</sup> The DPMA program affords the United States the opportunity for continuous engagement as part of overall security cooperation.

## **DPMA AS SHAPER OF THE USPACOM SECURITY ENVIRONMENT**

The DPMA program allows USPACOM an opportunity, through its program executive agent, USARPAC, to shape the security environment in the AOR. While the island nations of the Pacific do not represent significant areas of resource interest for the US, they still remain regional actors and thus should be engaged whenever possible. Furthermore, this form of engagement allows the United States to establish credibility by reinforcing among smaller island nations and the rest of the world, the United States' commitment to their national stability and health. It offers the HN themselves the opportunity to request of the United States, specific technical support and advice. The execution of DPMAs maintains theater visibility for the United States in the region without significant overt military presence. This program also offers a model for other combatant commands to use in other regions.

The US is confronted with many competitors with the PACOM AOR, the most significant of which is the Peoples Republic of China (PRC). We compete with the PRC economically, diplomatically, informationally, and dependent upon current state to state relations...militarily. As the PRC has continued to evolve and grow beyond the communist restrictions of the 1960s, 70s, and 80s it considers itself a regional power and peer of the US. The PRC has made disaster assistance a vehicle to engage island nations of the Pacific region<sup>20</sup>. The DPMA program affords the US a means to compete with, and successfully counter PRC engagement activities. The DPMA program, with it's HA focus allows this to occur without the specter of military to military competition. This "low threat" activity further shapes the pacific security environment and maintains a viable, low cost, method to offer island nations' alternatives to the capabilities presented by the PRC. The overall TSCP is enhanced by conducting DPMAs, as they allow USPACOM to exercise a forward presence within the region. As a vehicle of interagency exchange the program insures that the US engages the region across the spectrum of our capabilities. This demonstrates our commitment to regional security, stability, and provides a visible alternative to PRC engagement and humanitarian assistance activities.

## **DPMA AS HUMANITARIAN ASSISTANCE**

Joint Publication 3-07 describes Humanitarian Assistance (HA) as: "operations to relieve or reduce the results of natural or manmade disasters or other endemic conditions such as human pain, disease, hunger, or privation in countries outside the United States. HA operations may be directed by the NCS when a serious international situation threatens the political or military stability of a region considered of interest to the United States..."<sup>21</sup> DPMAs represent an example of HA provided before a crisis occurs. They are of

limited scope and duration and supplement the efforts of the host nation. As HA they do not involve any construction, provision of medical care, supply of food stuffs or repair of existing facilities. This means that DPMA do not provide assistance under Title 10 Section 401 US Code, and should not be confused with Humanitarian Civic Assistance(HCA) programs.

## **REGIONAL ACTORS**

Integration with other regional actors is vital to the USPACOM TSCP. In the disaster response arena, Australia through its *Emergency Management Australia* office, and New Zealand via the *Ministry of Emergency Management*, are significant participants. Non-governmental actors include COE, CDC, PDC and the South Pacific Applied Geo-science Commission's (SOPAC) Disaster Management Unit. SOPAC annually hosts the Trilateral Conference, which brings together all disaster management specialists, national governmental agencies, NGOs, and civilian organizations to effect planning, coordination, and standardization of response to Pacific region disasters.<sup>22</sup>

## **INTERAGENCY PARTICIPANTS**

The DPMA program affords excellent opportunity to exercise the joint and interagency process. SMEs from other U.S. military services, civilian organizations and governmental agencies participate in each mission. Many times the primary mission SME is a member of one of these organizations.

The Center of Excellence (COE) located at Tripler Army Medical Center (TAMC) in Honolulu, HI and The Centers for Disease Control (CDC) located in Atlanta, GA both support the DPMA program with public health specialists focusing on all aspects of human and animal well-being. A major DPDMA program contributor, the COE is a Collaborating Center for Education, Training and Research. COE is a joint partnership between Pacific Regional Medical Command (PRMC), Centers for Disease Control and Prevention (CDC), the University of Hawaii, USARPAC, and USPACOM. COE is a DOD funded organization, under USPACOM, whose mission is to facilitate cooperation between civilian and military disaster responders.<sup>23</sup>

The Pacific Disaster Center (PDC) is an information processing facility that supports emergency response managers in the Asia-Pacific and Indian Ocean regions. The PDC is located in Kahului, Maui, HI with a satellite office on Ft. Shafter, HI. The PDC works closely with local, state, regional and federal entities. PDC provides timely, up-to-date, accurate information using emerging highly technical systems, including Geographic Information System (GIS), Trimble GPS, and portable/long range self-contained communication systems. Maps and satellite imagery are acquired by the PDC through the National Imagery and Mapping Agency

(NIMA) and Space Imaging (a private corporation in CO), as requested. The PDC has the responsibility to create and publish the final GIS portion of the DPMA product. SMEs from the Civil Affairs (CA) units assigned to HQ 351 CAC assist PDC personnel both in the field and at home-station with rendering GIS products.<sup>24</sup>

The Virtual Information Center (VIC/J-08), located at USCINCPAC, Camp Smith, HI, provides overall direction to the COE and PDC as well as up-to-date information on political and military situations that have direct relevance to the overall DPMA mission. If available, the VIC provides the country primer.

The Asia-Pacific Area Network (APAN/J08) provides the DPMA program with virtual communication capabilities and web hosting. This Center is located at USCINCPAC, Camp Smith, HI and provides collaborative communication tools used throughout the PACOM AOR and beyond (the APAN communication capability is used in other unified commands).

The 29th Engineer Battalion (Topographic) is located at Ft. Shafter, HI. This Active Component (AC) unit supports the DPMA program by providing accurate Global Positioning System (GPS) coordinates on selected sites in support the GIS product. Further, this unit can provide GIS specialists, when the PDC requests assistance. If requested, this unit can place benchmarks and create Digital Elevation Models (DEMs).

The South Pacific Applied Geosciences Commission (SOPAC) is an International Organization (IO) located in Suva, Fiji. It is one of the eight Council of Regional Organizations of the Pacific (CROPs) and as such it is under the direction of the Secretariat of the Pacific Community (SPC) located in Noumea, New Caledonia. A formal Memorandum of Understanding (MOU) for information sharing is in effect between SOPAC and USARPAC, signed in 2001. Specifically the DPMA program works with the Disaster Management Unit (DMU), which is a department within SOPAC. The DMU picked up the United Nations (UN) disaster assistance mission in the Pacific in the year 2000.<sup>25</sup>

The Center for Disaster Management and Humanitarian Assistance (CDMHA) is located at the University of South Florida (USF) in Tampa, FL. This Center can provide civilian SMEs to the DPMA teams as requested. Public health (from USF) and GIS (from a cooperative agreement between USF and Tulane University) support are two SME specialties that may be requested.

HHC 322<sup>nd</sup> Civil Affairs Brigade (CAB) is a US Army Civil Affairs unit located at Ft. Shafter, HI. It is the only OCONUS CA reserve unit in the Army inventory and is unique in that this unit reports through the 9<sup>th</sup> Regional Support Command (RSC) to HQUSARPAC. With this unique structure this CA unit can be deployed without USARPAC tasking USSOCOM. The

DPMA program relies on this CA unit for SME support on missions. When appropriate, the 322<sup>nd</sup> CAB will be entirely responsible for the conduct of a DPMA mission.

The diversity of interagency participants is vital to the overall success of the DPMA program. The numerous organizations that provide mission participants thus insure that the correct SME is available and a contributing member of the team. In many cases, specific SME capability is found only within the various non-military interagency participants. DPMA mission execution dictates that the Army work with agencies that are not habitual partners, nor are they subordinate to the Army on a daily basis. This necessitates cooperation, coordination, and integration with interagency partners. The USAR is well positioned to function smoothly within these operational parameters, as reservists often bring the skills exercised daily at their civilian jobs to coordination with non-military partners. It is this requirement to exercise the interagency process that makes the DPMA program a vital training and interoperability event, as well as a "real world" disaster preparedness assessment.

### **DPMA COUNTRY SELECTION PROCESS**

Country selection for DPMAs is a strategic process that integrates with the NSS and NMS and supports the USPACOM TSCP. It is based upon HN requests through the respective U.S. Embassy Country team and forwarded through USPACOM. Vetted requests are worked through each Embassy DAT and coordinated at USPACOM twice yearly during the DAT Working group conferences. Countries to receive a DPMA are selected based upon the following criteria:

- a. The HN's vulnerability to natural or manmade disasters.
- b. The opportunity to initiate or improve positive professional contacts with key civilian and military leaders in nations which are not open to conventional exchanges or operations with U.S. forces.
- c. The opportunity to expand overall relationships with countries deemed to be of interest to the U.S.
- d. The HN is on a tier that supports USARPAC's priorities within its ASCC Security Cooperation Plan and meets USPACOM TSCP priorities.
- e. The recognized government of the HN executes its request through the U.S. Country Team to USPACOM.

Selected countries are submitted, after the DATWG, with justification through USPACOM to OSD. Approval is made by Office of the Assistant Secretary of Defense for Special operations and Low Intensity Conflict (ASDSOLIC) with funding through the OHDACA program source. Funding approval is via the Defense Security Cooperation Agency (DSCA). Upon final

approval by both offices, and with concurrence from the USPACOM J5 the DPMA missions will be scheduled for execution within the next two fiscal years. Country selection and resource programming in ongoing and continues through years three through five of the DOD POM cycle.<sup>26</sup>

#### **DPMA RELEVANCE TO DOMESTIC DISASTER AND HOMELAND SECURITY**

As the US focuses on the War On Terrorism (WOT) and the associated Homeland Security requirements, the question arises whether there is practical application and relevance of the DPMA program within CONUS and in support of Homeland Security.

The DPMA program is oriented outside the borders of the US and towards Pacific nations that are of significant interest to this country and offer meaningful strategic engagement opportunities. The program is a technical and scientific method to determine a requesting nation's ability to prepare for and survive a disaster. Can these attributes translate to support for CONUS disaster mitigation and homeland security?

Disasters that occur within the boundaries of the United States are the purview of dozens of federal, state, and local agencies and response organizations. These range from the Federal Emergency Management Agency (FEMA), the Corps of Engineers, the National Oceanographic and Atmospheric Administration (NOAA), the National Weather Service (NWS), Red Cross, state Emergency Management offices, National Transportation Safety Board (NTSB), Federal Aviation Administration (FAA), US Departments of Transportation, Agriculture, Commerce and Energy, local police, fire, and public safety departments. Additionally, all states possess military response capability within their respective state National Guard. These civil and military organizations are responders whose authorities and missions are established by law and public charter<sup>27</sup>. They have legal justification to execute mitigation within the US and are thus funded to do so. The DPMA program is not chartered to operate within the borders of the US, thus is possessed of no legal justification nor funding. This is not to say that the DPMA program could not provide benefit and support to the above named disaster mitigation and response organizations.

DPMA capabilities provide many opportunities to mitigate damage to states. For example, the coastal states of the US southeastern and gulf region are regularly impacted by flood damage associated with hurricane produced storm surge. The flood assessment and damage mitigation capability of a DPMA team can be a significant resource to support planning and response agencies. California, Oregon, and Washington have a long history of volcanic events and earthquakes. DPMA teams with assigned vulcanologists and geologists, backed by GIS

mapping and forecasting technology would offer significant support to those state and local agencies tasked with mitigation planning. DPMA capability could provide valuable support to manmade disasters ranging from plane crash, hazardous material release, oil spill, and while less dramatic... regional agriculture failure.

In support of Homeland Security, the benefit of DPMA capability would be in mitigation planning and consequence management. The SME experience would support proactive planning to identify and lessen vulnerability of critical infrastructure. Additionally, the experience of DPMA personnel in disaster mitigation would be valuable in post event consequence management. The rapid deployability and flexible structure of a DPMA team could make them successful participants in a first responder organization. DPMA team experience working within the interagency, a byproduct of its normal mission, could provide valuable coordination and interoperability experience. DPMA team SMEs also bring enhanced experience, capability, and skill sets to their civilian jobs as a result of performing OCONUS missions. Many DPMA members are part of the national, state, and local mitigation and response apparatus listed above. Their performance in these civilian roles will be improved as a result of participation in DPMA missions.

## **CONCLUSION**

The DPMA affords the US, through USPACOM, with an outstanding, low cost, and non-threat based engagement vehicle. While teams are composed of members of the uniformed services and led by senior army officers, they do not represent a tactical or combat oriented effort. This allows for access by the DPMA program, where other types of "tactical" engagement would be less well received.

It represents an excellent example of joint operability and interagency cooperation. DPMA bring together the operational capability of the US military with the subject matter expertise of both US governmental and non-governmental organizations. Often the primary expertise contained within the DPMA team is provided by a civilian organization or non-military U.S. government agency. Interagency integration extends to other Pacific nations, including Australia and New Zealand. Because of the universal nature of disaster mitigation this program affords the U.S. to interact with regional allies and partners in a humanitarian venue vice strictly a military one.

Current technologies are exploited to enhance product deliverables. As the program continues, utilization and application of cutting edge technologies will become enablers for success. In today's disaster management and mitigation arena, even small island nations

exploit the benefits of internet communications and data transfer, satellite imaging, and GIS mapping.

DPMA products are living documents retained by the HN and USPACOM for future development and updating. This insure that when a natural or manmade disaster occurs, a detailed baseline is available to initiate action crisis action planning. It affords the United States government and USPACOM the opportunity to integrate with other Pacific region nations in disaster planning, mitigation and response.

As a HA activity it enhances US credibility with the region while reinforcing our commitment to maintaining a forward and overseas presence. Regional security benefits from the DPMA program via multiple engagements between HNs and the United States. In times of crisis, the assessment products form the foundation of relief planning and execution. The JTF commander has immediate access to detailed information from which he can develop accurate operational pictures and effect disaster relief.

DPMAs have the potential to provide significant capability to domestic disaster assessment, planning, and mitigation efforts of legally chartered federal, state and local organizations. The overall capability of the team and experience acquired in the conduct of disaster assessments overseas offer planners and responders a valuable resource. The same can be said of the DPMA team's ability to support Homeland Security. SMEs bring enhanced capabilities garnered during DPMA missions that can present a valuable addition to state and federal planners. The inherent flexibility and mission oriented force tailoring that accompanies DPMA team formation would provide rapid response. Lastly the experience gained by DPMA team members, working with interagency participants, offer significant coordination and interoperability benefits.

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## ENDNOTES

<sup>1</sup> U.S. Pacific Command, Disaster Response in PACOM. USCINCPAC Instruction S3050.6A, Appendix I.A.3. (Camp H.M. Smith, Hawaii, United States Pacific Command, 2001)

<sup>2</sup> Ibid.

<sup>3</sup> John R. Lewis, LTC "Quarterly DPMA Briefing" briefing slides with commentary, Ft Shafter Hawaii, United States Army Pacific Command, 17 July 2002.

<sup>4</sup> Ideas in this paragraph are based upon discussions with LTC John R. Lewis and LTC John T. Solon during USARPAC G5 CA Branch sponsored Quarterly DPMA Conferences from 1999 thru 2001

<sup>5</sup> 364<sup>th</sup> Civil Affairs Brigade, DPMA/DRX/DPA Standard Operating Procedures (Revised Draft) (Portland OR.: HHC 364<sup>th</sup> CA BDE, 1 November 2002), 2

<sup>6</sup> Ibid.

<sup>7</sup> Ibid., 4

<sup>8</sup> John T. Solon 'Disaster Preparedness Mitigation Assessment (DPMA) Program' briefing slides with scripted commentary, Ft Shafter Hawaii, United States Army Pacific Command, 1 October 2001.

<sup>9</sup> Ibid.

<sup>10</sup> Ibid.

<sup>11</sup> 364<sup>th</sup> Civil Affairs Brigade, 6.

<sup>12</sup> Ibid. 7

<sup>13</sup> Ibid. 12

<sup>14</sup> DPMA funding discussion with GS 11 Tim Moynihan and LTC John R. Lewis during USARPAC Quarterly DPMA Conference, Ft Shafter Hawaii, April 2002

<sup>15</sup> Solon, "Disaster Preparedness Mitigation Assessment Program".

<sup>16</sup> Timothy J. Moynihan, Information Paper: Origin of The Disaster Preparedness Mitigation Assessment (DPMA) Program, (Ft. Shafter Hawaii, United States Army Pacific Command, 19 December, 2002), 3

<sup>17</sup> George W. Bush, The National Security Strategy of the United States Of America (Washington, D.C.: The White House, September 2002), 9.

<sup>18</sup> Richard B. Meyers, The National Military Strategy of the United States of America (Pre-Decisional Draft) (Washington, D.C.: The Pentagon, 19 September 2002), 22

<sup>19</sup> Ibid., 22

<sup>20</sup> Specific details regarding the composition, structure and subject matter expertise capability of PRC disaster assistance teams are not available. What is known is that they execute generally the same type of assessment as a DPMA team.

<sup>21</sup> U.S. Joint Chiefs of Staff, Joint Doctrine for Military Operations Other Than War, Joint Publication 3-07. Washington D.C., The Joint Staff 16 June 1995, Chapter III-4.

<sup>22</sup> John R. Lewis, LTC "Quarterly DPMA Briefing" briefing slides with commentary, Ft Shafter Hawaii, United States Army Pacific Command, 16 April 2002.

<sup>23</sup> 364<sup>th</sup> Civil Affairs Brigade, 3

<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

<sup>26</sup> Ideas in this paragraph are based upon presentation by LTC John R. Lewis and LTC John T. Solon to interagency participants during USARPAC G5 CA Branch sponsored Quarterly DPMA Conferences from 1999 thru 2001.

<sup>27</sup> There exist significant legal restrictions as to whom and what type of organization may participate in disaster assessment, planning, mitigation, and response within the sovereign borders of the United States. This legal authority is accompanied by substantial funding, and thus is jealousy guarded and prerogatives defended.

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